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ABSTRACT

Despite the fact that, of all the 50 states, Utah has the highest percentage of state and local government expenditures for education and the highest proportion of adults who have graduated from high school, one cut of every five adults in Utah lacks basic literacy skills. At present, the following adult literacy programs offer instruction in basic skills to Utah residents: a community education program, an adult high school program, an adult basic education program, an adult refugee education program, prevocational programs at five area vocational schools and two technical colleges, and a Job Training Partnership Act program. Although no single source of authority or responsibility for adult literacy programs exists in Utah, the quality of the individual programs is good. Serious logistical problems exist, however, in getting enough of the scattered population in rural areas together to conduct a program. An expanded adult literacy program would undoubtedly lower unemployment and raise earnings in Utah. With the state pressured to expand and improve schools and colleges, however, adult programs remain a low priority. (Eleven tables depicting program enrollment and impact data are appended.) (MN)

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ADULT LITERACY IN UTAH: EVEN A LEADER HAS UNMET NEEDS

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Executive Summary

Utah is a leader in U.S. education with the highest proportion of its population having completed high school, the second highest proportion having a four-year college degree and the fourth highest proportion currently enrolled in higher education. To accomplish this, Utah has been number one among the states in the percent of its total state and local government expenditures allocated to education and third highest in the percent of its total personal income allocated to that purpose, even though the state's average per capita income is 46th in the nation.

Despite those educational accomplishments, Utah still has an estimated 200,000 adults without adequate basic literacy skills for employability. That is one out of each five adults. Approximately 20,000 of these functionally illiterate adults are recent immigrants to the United States with limited English language skills, many of them illiterate in their own languages.

To meet this challenge, Utah has:

- 1. A Community Education Program
- 2 An Adult High School Program
- 3. An Adult Basic Education Program
- 4. An Adult Refugee Education Program
- Prevocational programs at its five area vocational schools and two technical colleges
- 6. The Job Training Partnership Act (JTPA)

Duri ~ the 1982-83 school year approximately 11,000 persons were served in this combination of programs at an estimated cost of S2 million out of Utan's S1.2 billion total educational budget and its S14 million



JTPA budget. How many of the 200,000 potential universe of need would apply for remedial basic education if it was available is unknown, but every one of the six programs was oversubscribed and turned people away.

There is no single source of authority or responsibility for adult literacy programs. Nevertheless, the quality of the programs is good. Serious logistical problems exist in rural areas in getting enough of the scattered population together to conduct a program. An exemplary program at the Salt Lake Skill Center integrates basic education into the curriculum of every skill training program, supporting the effort with computer-assisted and computer-managed instruction.

The need for a concerted remedial adult literacy program in Utah is obvious. The pay off would likely be high in lower unemployment and higher earnings. But the state is under such pressure to expand and improve the education of its children and youth that adults take low priority. Yet the adult literacy problem will continue to grow with the immigration, displacement from the state's mines and factories, and the inevitable dropouts and failures of even the best of education systems.



ADULT LITERACY IN UTAH: EVEN A LEADER HAS UNMET NEEDS

Consistent with the objectives of the "New Federalism," it may be useful to look at adult literacy programs in one state. For that purpose Utah may be appropriate for its atypicalness, as well as for the current status of some of its distinguished citizens.

Utah could be cited as the least likely among the states to need an adult literacy program. Seventy percent of Utahns belong to a Church which makes getting an education a religious obligation. Utah is number one among the states in the percent of its total state and local government expenditures which are allocated to education. Expenditures for education as a percent of total personal income in Utah are the third highest in the nation. Yet because its birth rate is double the national average, its family size large and the average age of its population low, Utah ranks 50th among the states in education expenditures per student.

However, Utah also ranks first in the proportion of its adult population (80 percent) who have graduated from high school and second in the proportion (17.5 percent) who have completed a four-year college program, compared to a national average of 66.5 percent, and 16.3 percent, respectively. Whereas 31.9 percent of adult Americans have one to three years of college, that is true of 44.5 percent of Utahns. In 1976, 7 percent of Utah's population was enrolled in higher education institutions compared to 5.9 percent in the nation. By that measure, Utah was fourth among the states. The average Utahn over age 18 has 12.8 years of education, the highest in the nation, compared to 12.5 years for the U.S.



population over that age. Also, only 5 percent of Utah's population are members of the Black, Hispanic and American Indian groups who tend to have a lower than average educational attainment.

Nevertheless, in 1976 there were 5,000 adult Utahns with less than five years of education, 42,000 with 5 to 8 years and 103,000 with 1 to 3 years of high school. The 1980 Census counted 183,159 Utahns over 18 years of age and 15,504 out of school teenagers without a high school diploma. As in most states, there is no data on the number who are functionally illiterate. It is assumed by the State Office of Education that enough high school graduates are in that category to offset the number of dropouts who are literate. Therefore, 200,000 is used as the official estimate of Utah's adult literacy universe of need. An estimated 20,000 are natives of other lands who have entered the United States recently with limited English language skills. However, the rest are U.S. nationals who have missed the educational boat for one reason or another. Since Utah's total population is only 1.5 million, with only 921,000 over the age of 17 (1980), the state with one of the highest average educational attainment records in the nation still has an estimated one out of each five of its adult citizens without essential basic literacy skills.

So what is Utah doing about adult illiteracy?

Utah's Adult Literacy Program

The answer would have to be "very little," though that does not mean it is doing less than other states. Still, the problem of adult illiteracy has taken low priority for two primary reasons:

 The high average levels of educational attainment have generated complacency and hid from public policy view the plight of those



who are even further behind the average in this state than in others.

The burden of educating Utah's flood of children and youth with its limited tax base (public lands comprise 72 percent of the total in Utah, while its average per capita income is 46th among the states) have made policy makers and taxpayers reluctant to mount other educational crusades.

A Utah adult with inadequate basic skills can seek help from six programs:

- 1. The Community Education Program
- 2. The Adult High School Completion Program
- 3. The Adult Basic Education Program
- 4. The Adult Refugee Education Program
- Pre-vocational programs at some area vocational schools and technical colleges
- 6. The Job Training Partnership Act

Not included in this list is the General Education Development Testing Program (GED) because it tests competency in reading, writing and mathematics, as well as science and social studies, but provides no instruction.

The numbers enrolled in the above programs will provide an illustration of the relative priority given to adult literacy in the State.

Community Education

All but four of Utah's 40 school districts maintain an evening community education program. The course offering depends upon the perceived or expressed demand from patrons. A modest tuition fee is



charged to cover the cost of instruction and materials. A total of 94,350 persons enrolled in this program in 1981-82 (the latest data available). However, only five districts reported remedial education within its curriculum with a total enrollment of 603.

Adult High School

Utah law guarantees a free public education through high school for all who have not graduated, regardless of age. However, that promise is never fulfilled, both because some fees are charged at all school levels and because the capacity is inadequate in the evening adult high school program.

Thirty-five districts conducted an adult high school program in 1982-83, financed by a state appropriation of \$2,603,000. Four of the five with no programs were very rural areas of very small and scattered population. The fifth was a resort area with a highly transient population. A total of 16,223 persons were enrolled, 55 percent male, with the following age structure:

Under 18	3,004
18-44	11,730
45-64	1,324
Over 64	165

A total of 2,159 received diplomas from the adult high school program during the same year.

The number of enrollees exhausted the appropriated budget and most districts reported turning away applicants. However, no record was kept of the number turned away and no estimate exists of the number discouraged from applying by the word of mouth information that no further space was



available. All that is known is that the demand is substantially larger than the supply.

However, none of the adults admitted to the program would have been illiterate. They must meet at least the minimum requirements of the ninth grade to be admitted. If not, they would be expected to seek entry into the adult basic education (ABE) program. However, only 793 persons advanced from the ABE to the Adult High School Program in 1982-83.

Adult Basic Education

Thirty-one of the 40 districts conducted an adult basic education program during 1982-83 with a total enrollment of 5,084. The enrollment division was about even between the sexes with an age range of:

Under 18	402
18-44	4,049
45-64	5 85
Over 64	48

The program was totally federally funded with a budget of \$423,580. The state-provided curriculum consisted of reading, writing, communication, arithmetic, analytical reasoning and interpersonal skills. During that year, 1,336 completed ABE and, as noted, 793 moved on to the adult high school program. During the same year 1,040 passed the tests for GED; how many of those were ABE completers is unknown. Between the two programs, ABE and adult high school, 442 are claimed to have discontinued public assistance and 442 to have obtained a job as a result.

Minorities, who as noted above, make up only 5 percent of Utah's population, provided 32 percent of the enrollments for adult high school and adult basic education. By race and ethnicity, these were American



Indian 3 percent; Hispanic 12 percent; Asian 15 percent; and Black 2 percent. Since the Asian population is only one-fourth as large as the Hispanic and also has access to the refugee program, their interest is most impressive.

Adult Refugee Education

An estimated 10,000 refugees currently reside in Utah with an in and out flow of 100 per month estimated. About one-half of these are adults. Those would, of course, be primarily Indochinese, though an informal sampling of some of the classes found about 30 percent to be other Asians, not actually eligible for refugee assistance. The total universe of need for English as a Second Language (ESL) programs is estimated to be about 20,000, including the refugees.

During 1982-83, 2,460 adults were enrolled in the Adult Refugee Education Program. Of that number, 1,686 enrolled in Survival English and 899 completed it, 605 enrolling in advanced ESL and 120 moving on to vocational skill training. The program was credited with 193 being removed from public assistance and 363 obtaining employment as a result.

Whereas, the federal refugee program has provided to the state only about \$340,000, the expenditure is estimated at about \$1,000 per enrollee, the remainder a drain on the adult high school and community education programs.

None of these programs have been publicized and all have consistently turned away applicants.



Pre-Tech and Pre-Vocational Programs

The two technical colleges each have a remedial program for students who apply for entrance without adequate preparation. Each applicant goes through a vocational assessment which includes tests of reading, writing and math skills. If (1) the applicant tests at the sixth grade or above but below the threshold requirements of the particular occupational program in which the applicant is interested, (2) there is not a waiting list for that program, and (3) a councilor concludes that the applicant can bridge the gap in a reasonable length of time, the applicant is enrolled in the pre-tech program to close the basic skills gap. The two schools feel they have the capability to bring a student from the sixth to the ninth level in one or two quarters of full or part-time study but they are not prepared to deal with those of less preparation. In Salt Lake City, applicants of lower capability are referred to the Skill Center. In Provo, where the other technical college is located, there is no other alternative except the school district programs.

The Utah Technical College at Salt Lake put 800 students through its pre-tech program in 1982-83, 100 of whom received a GED. Its pre-tech program employed nine full-time and six part-time instructors and was budgeted for \$330,000. The Provo-Orem campus provided remedial literacy training to about the same number during that year.

Three of the five area vocational schools follow a similar policy whereas the other two depend upon the school district programs. An estimated 300 persons received some basic literacy training through this route in 1982-83.

In the areas where post-secondary training opportunities depend upon two four-year and two two-year state colleges, no students are admitted who



cannot meet the threshold basic literacy requirements of the courses. There the school district ABE programs would be the only publicly available resource.

The Job Training Partnership Act

The Job Training Partnership Act (JTPA), the Work Incentive Program (WIN), the Trade Adjustment Act (TAA) and vocational rehabilitation all nave some clientele who might need adult literacy assistance as a prerequisite or a support to occupational skill training programs. However, WIN has been under pressure to restrain its effects to direct placement. With its limited funds, it has screened out and left on public assistance with access to school district programs those with inadequate literacy for entry into skill training. None of the few who were trained under TAA faced the literacy obstacle. Vocational rehabilitation refers its clients with literacy problems to either the school district ABE or adult high school programs. Therefore, JTPA is the only significant source of basic literacy training outside the school district programs.

Basic Education in JTPA

JTPA replaced, as of October 1, 1983, the Comprehensive Employment and Training Act. Therefore, all of the available data is for CETA, but there has been little administrative change in the transition in Utah. Though the numbers are less, the literacy effort is more concentrated and aggressive within employment-related programs for the disadvantaged or the handicapped. However, the objective is job placement rather than literacy. Hence, only those requiring remedial basic education to qualify either for



precaration for placement would be included. And, since, of course, the budgeted resources are never sufficient for the numbers eligible, only those who seek enrollment find it and not all of them. At most times, there is a waiting list for enrollment in such remedial employment with a ration, despite the general high levels of education in the state and the lite in the fact that most such programs have ceased paying stipends during enrollment.

The resources involved are not totally federal. Whereas \$14,211,939 million came into the state from Washington, D.C. during fiscal 1983 to provide training under CETA, the state legislature appropriated \$1,239,112 to the Selt like Skill Center to enhance its ability to serve essentially the serve essentially the serve and action. Abounts dedicated to basic literacy training at area actions as schools and technical colleges have already been noted.

The Lord and LTPA, the state has been subdivided into nine service the livery areas (the JTPA term for what were prime sponsors and associations of previous order CETA). Each is autonomous in its choice of who to write within the eligible population and what services to provide. Iterature, each placed its own relative priority according to the degree that papir literacy seemed to be an obstacle to employment. Four of the eight service delivery areas (SDA) are urban and five rural. Of the rural library one which encompassed one-quarter of the Navajo Indian Reservation spent any of its 1983 CETA funds on remedial education. Out of the total LETA enrollees in that fiscal year, 300 received basic education, including preparation for the GED. Of the local tone-fifth were American locality, 66 percent were adults and 40 percent youth. About half were maralled in regap thoual skill training at the same time. The remainder



were in youth work experience programs, in on-the-job training or thought to be employable once their literacy problem was overcome. However, mining and ranching, with a little tourism, were the dominant industries. With urrhium and other metal mines shut down and with nearly 50 percent of coal miners unemployed, the efficacy of the literacy and skill training could not be tested in the market place.

Another predominantly rural SDA had approximately 600 Indocnina refugees move into the area and provided English as a Second Language (ESL) to 25 of them. In addition, about 20 youth from the Summer Youth Employment Program received some remedial education through the Upward Bound program, at a university within the SDA area. Lack of remedial education in the rural programs does not indicate an absence of need. It is more likely the difficulty of getting enough people together in one location for a remedial education program when all the budget and more can be spent on skill training without the remedial education prerequisites, that and the lack of any organized demand from groups representing the eligible population.

The urban areas had the larger amounts of money for training and the larger urban minority and limited English populations. Still, it was the interests of the training institutions rather than the perceptions of the planners which determined the role of CETA in basic literacy. A peculiarity of the Utan approach to remedial programs is that the public schools have teen the dominant training institutions with a limited role for community-based organizations, private schools or employers. The classroom training efforts of each of the four urban SDAs centered on one publicly supported training institution. In one case, that was a technical college, in two other area vocational schools and in the remaining one, a



skill center with roots preceding CETA. The technical college assessed the reading and math skills of those applying and provided remedial help to those individuals judged to be able to reach the levels required by the skill training programs to which they aspired within a reasonable length of time. During fiscal 1983, 45 persons in that SDA received ABE or ESL to prepare them to be among the 160 who received skill training at the technical college during the year. Others received informal remedial help from the college's learning center as needed during the year.

One SDA focussing on an area vocational center enrolled 447 in classroom training during the fiscal year. About 180 who were well-qualified were enrolled in proprietary schools and the technical division of a state college. All of those with deficient basic skills were enrolled in the area vocational center which shared its premises with the adult high school. Of this 270, 114 had remedial education as a formal component of their training, 20 in ESL, 34 in remedial education and 60 pursuing the GED. Of those, 56 went from the basic skills program into the job market and the rest into skill training.

The third urban SDA is a county-wide bedroom community which enrolled during FY 1983 only four persons in ESL, 47 in remedial education and 40 in a GED program, all in conjunction with skill training. The final SDA is Salt Lake County which encompasses one-third of the State's total population and contains its nearest approach to a blighted central city. All of its training occurs in a single skill center with a history going back to the Manpower Development and Training Act (MDTA) of the 1962-73 vintage.



An Exemplary Program

The difference in attitude of a skill center having a total commitment to a disadvantaged out-of-school population is notable. The administrator of the Salt Lake Skill Center has vigorously resisted efforts of state authorities to move it from its aging former laundry building in the central city to the new suburban campus of its parent technical college. The director of the skill center is an ex-remedial education specialist so that basic skills are a high priority.

The skill center serves the full range of disadvantaged programs: CETA (now JTPA), WIN, vocational rehabilitation, nonrecurring federal programs of various kinds, the refugee program and a multi-district high school dropout program. Each agency buys in on a cost reimbursement basis. CETA/JTPA pays \$160 per month per student because of the auxiliary services required but the basic cost of skill training is \$110 per month and \$75 per month for remediation. Of the total annual budget of about \$2.5 million, \$1.3 million is earned by sale of services, primarily to federally funded programs, and the remaining \$1.2 million is provided by direct appropriation from the state legislature.

During fiscal 1983, 7,400 persons came through the center's admissions office, 5,800 were tested in the assessment center and 3,111 entered skill training. There is no way to isolate how many received remedial education because, in essence, everyone did. Every applicant is sent first to the assessment center where their reading, writing and math skills are tested along with their vocational interests. During fiscal 1983, approximately 500 went through an ESL program at the center while preparing for or engaged in skill training. Each occupational training program has its own specific grade level requirement. Those who don't come up to the required



entry grade level, yet are close enough to attain it within a few weeks' time, begin a remedial education program based around the Control Data's computerized PLATO system, but using other audio-visual and written materials as well. The program is self-paced and as rapidly as the enrollee can reach the required minimum, he or she enters the chosen training program. By agreement of the instructors, many enter the skill training programs on an individual basis while still pursuing basic literacy.

The computerized program has not been found useful for those testing below the fourth grade level so those have been rejected in the past, except for those for whom ESL could provide the answer. However, for fiscal 1984, it has been determined to remove that requirement, accepting, on an experimental basis within the limits of funding, anyone who can find their way to the center. With the fourth to sixth grade level group with which the computerized pre-skill training remediation phase has been working, the average gain has been one year for each 30 hours of instruction.

Each of the skill training programs has an instructional resources and assessment handbook designed with the help of the adult education specialists in the state school office and the advice of industry representatives. This handbook links basic reading, writing, listening, speaking and arithmetic skills to the requirements of the occupation. Written and audio-visual materials are provided through which the trainee works individually with the guidance of the instructor while engaged at the same time in hands-on skill training. As rapidly as the student feels confident, he or she takes unit tests on the computer which keeps track of individual progress. Hence all are exposed to remedial basic education,



those not needing it testing out rapidly and the others spending more time. The adult basic education instructors are available as resource persons for the occupational skill instructors but the progress is the responsibility of the latter and their students.

The Problems of Program Management

The quality of the Utah adult literacy program is difficult to evaluate. The curriculum materials of all the programs cited are prepared by or in cooperation with the State Office of Education and reflect the state of the art in adult literacy efforts. However, the more important variables are the quality of instruction and the use made of the materials. But those responsibilities are decentralized to the local school districts and no formal evaluation is conducted. Casual observation would suggest that the quality, though varying widely, is generally good.

For the school district sponsored ABE programs, attendance is a problem since they are totally voluntary with no sanctions available to the instructor. The adult high school attendance is less troublesome because there is a diploma to be earned. ESL enrollees are generally too dedicated to miss classes unnecessarily. As long as CETA had stipends to withhold, there was an effective sanction to enforce attendance. However, the cessation of stipends over the past 18 months or so has not created an attendance problem. The fact that all of the remedial activities are job related seems to have holding power. Either entry into skill training or its completion in pursuit of placement seems to be adequate motivation. In fact, the staff at the various training institutions are convinced that the elimination of stipends has brought them a more dedicated clientele. As they put it, "we don't have to contend with the CETA junkies now." They believe that AFDC and unemployment insurance benefits plus the earnings of



other family members keep training in reach of all who really want it. Of course, that is opinion without substantial evidence.

The major issue of concern is just how much and what kind of basic education is required to prepare an adult for a successful working career, to the extent that is the primary objective as it seems to be. Hunter and Harmon (1979) differentiate between conventional and functional literacy:

Conventional literacy is the ability to read, write and comprehend texts on familiar subjects and to understand whatever signs, labels, instructions and directions are necessary to get along within one's environment.

Functional literacy is possession of skills that particular persons and groups perceive as necessary to achieve their own self-determined objective as family and community members, citizens, consumers, job-holders, and members of social, religious, or other voluntary associations.

Sticht (1975) points out that "reading to do" is a different task than "reading to learn." The decoding skills used in the classroom may be quite different than those used on the job. The school-district-sponsored programs typically use moonlighting teachers who are trained and experienced in teaching children and youth in daytime schools. Skill centers and other institutions specializing in the training of disadvantaged adults have found it necessary to choose by trial and error those, certified and uncertified, who prove their ability to establish a different rapport with the adult learner.

But the most challenging problem is the distance between the minimal skills to hold a minimal job and the competencies required for a successful working career in a labor market trending away from simple, repetitive physical tasks. From a survey of employers, the Center for Public Resources identifies the necessary <u>Basic Skills in the U.S. Work Force</u> (1982):



Reading: the ability to:

- identify and comprehend the main subordinate ideas in a written work and to summarize the ideas in one's own words.
- recognize different purposes and methods of writing, to identify a writer's point of view and tone, and to interpret a writer's meaning inferentially as well as literally.
- to vary one's reading speed and method according to the type of material and one's purpose for reading.
- to use the features of printed materials, such as table of contents, preface, introduction, titles and subtitles, index, glossary, appendix, bibliography.
- to define unfamiliar words by decoding, using contextual clauses, or by using a dictionary.

Writing: the ability to:

- organize, select, and relate ideas and to outline and develop them in coherent paragraphs.
- write Standard English sentences with correct sentence structure, verb forms, punctuation, capitalization, possessives, plural forms, and other matters of mechanics; and appropriate word choices and correct spelling.
- improve one's own writing by restructuring, correcting errors, and rewriting.
- gather information from primary and secondary sources; to write a report using this research; to quote, paraphrase, and summarize accurately; and to cite sources properly.

Speaking and Listening: the ability to:

- engage critically and constructively in the exchange of ideas.
- answer and ask questions coherently and concisely, and to follow spoken instructions.
- identify and comprehend the main and subordinate ideas in discussions, and to report accurately what others have said.
- conceive and develop ideas about a topic for the purpose of speaking to a group; to choose and organize related ideas; to present them clearly in Standard English.



Mathematics: the ability to:

- perform the computations of addition, subtraction, multiplication, and division using natural numbers, fractions, decimals, and integers.
- make and use measurements in both traditional and metric units.
- use effectively the mathematics of integers, fractions, decimals, ratios, proportions, percentages, roots, powers, algebra, geometry.
- make estimates and approximations, and to judge the reasonableness of a result.
- use elementary concepts of probability and statistics.

Science: the ability to:

- understand the basic principles of mechanics, physics, and chemistry.
- distinguish problems whose genesis is in basic mechanics, physics, or chemistry.
- apply basic scientific/technical solutions to the appropriate problems.

Reasoning: the ability to:

- identify and formulate problems, as well as to propose and evaluate ways to solve them.
- recognize and use inductive and deductive reasoning, and to recognize fallacies in reasoning.
- draw reasonable conclusions from information found in various sources, whether written, spoken, tabular, or graphic, and to defend one's conclusions rationally.
- comprehend, develop, and use concepts and generalizations.
- distinguish between fact and opinion.

That appears to pose a standard beyond the reach of a high proportion of the U.S. work force. But it does illustrate the problem, particularly in a state like Utah where employers are accustomed to a high degree of literacy in the general run of employees. Those without are further behind. Yet both the resources the state is willing to commit and the time most adults are willing to spend to bridge that gap are limited.



Utah's Programs and Needs

Six conclusions can be reached from this review of adult basic literacy programs in Utah.

- 1. Even a state with exceptionally high average levels of educational attainment has a surprisingly large number of adults lacking in basic literacy skills.
- 2. Given the primary focus of the educational policy-makers on the burgeoning needs of youth, adult literacy was a low priority.
- 3. The little visibility given the issue at all is primarily attributable to:
 - a. the vigorous advocacy of the state adult education specialist,
 - b. the pressures felt and transmitted by those assigned to improve the employability of disadvantaged adults--and place them in jobs,
 - c. the influx of the non-English speaking.
- 4. The demand was far greater than the supply. How many of the estimated 200,000 in need of remedial literacy preparation would seek it has never been tested because the capacity was no more than one-eighth of that and the active applicants swamped the availability.
- 5. The demand was most aggressively felt from refugees, immigrants and job seekers.
- 6. Motivation appeared highest when a job was the objective.

Does Utah need to do more? Of course! Illiteracy has its detrimental intergenerational impacts, as well as its current costs in unemployment, poverty and social embarrassment. A task force is at work on the



vocationally-related basic skills issue. Yet any major increase in funding is unlikely while opinionmakers are overwhelmed with the task of awakening the taxpayers' consciences to the need to pay for the education of babies they have been continually adding to the population stream.

The tie between literacy and jobs is not one for one. The Dictionary of Occupational Titles (1981) lists the language and mathematics requirements of each occupation. Of the 20,000 occupations, some 5,000 require no more than adding two-digit numbers and recognizing 2,500 two or three syllable words. But many job applicants (and even incumbents) cannot do that; no occupation lists zero literacy requirement; and those occupations with the minimal requirements are the shrinking ones. Undoubtedly, hundreds of Utahns and thousands of their countrymen are at work while functionally illiterate. Once displaced in an environment of over ten million unemployed among a labor force with an average of 12.7 years of education, their chances of reemployment are minimal.

Nationally, the inverse correlation between education and unemployment seems to be growing stronger, despite the concern about "overeducated Americans." Results of recent research indicate that educational attainment and educational achievement are becoming increasingly more important as determinants of employment opportunities and earning abilities, and demonstrate that remedial efforts can enhance the earnings prospects of high school dropouts (Sum, 1983).

Utah is experiencing substantial displacement in its steel mill and its coal, copper and metal mines. These have been occupations where high pay was available for high skills learned on the job with limited literacy requirements. Growing at the same time, except during the recent recession, have been electronic and related industries which offer only



minimal pay to assemblers and reserve adequate pay for those with substantial educational credentials.

The state is caught in a three-pronged dilemma. Its tax base is low and its taxpayers are reluctant. It continues to produce new human beings at an amazing rate. It has avoided a serious youth unemployment to date but its "second baby boom" is just now emerging from the high schools. The state's educational system is heavy in four-year colleges and universities and limited in its less than college employment preparation opportunities. It feels it can't afford higher education for all. Yet it has not structured many in-between opportunities. Hence, it may be creating an enlarging body of underprepared. Its legislature has promised all of any age the opportunity for a free high school education but it has been unable to deliver the resources. Within that environment, some 200,000 high school dropouts, refugees and immigrants--one-fifth of all adults in the state--comprise a universe of need. Of those, approximately 11,000 received basic literacy training in 1982-83 at an estimated cost of \$2 million federal and state dollars compared to \$1.2 billion committed to but considered inadequate for the education of youth. How many of Utah's functionally illiterate would have sought services had they been available is unknown but the demand was far greater than the supply.

And if Utah is in bad shape with adult illiteracy, think where the rest of the states must be!



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ADULT BASIC EDIRATION AND ADULT HIGH SCHOOL ENROLIEESA BY AGE AND SEX 1982-83

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if students annulind during fiscal year, counting each student only once.



ADULT BASIC EDUCATION AND ADULT HIGH SCHOOL ENROLLEES* BY SEX, RACE AND SELECTED ETHNIC GROUPS 1982-83

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er of students enrolled during fiscal year, counting each student only once,



ADULT BASIC EDUCATION AND ADULT HIGH SCHOOL PERSONNEL (HEAD COUNT ONLY - NOT FTE) 1982-83

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ADULT BASIC EDUCATION AND ADULT HIGH SCHOOL IMPACT DATA 1982-83

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AOULT HIGH SCHOOL IMPACT DATA NUMBER OF UNITS OF AOULT HIGH SCHOOL COMPLETION CREDIT AWARDED FROM ALL SOURCES BY TOTAL 1982-83

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ADULT BASIC EDUCATION AND ADULT HIGH SCHOOL REASONS FOR SEPARATION $1982\!-\!83$

Take Job - Unemployed	Take Job - Employed	Enter Other Training Program	Met Personal Objectives	Leck of Interest	Because of Health Problems	Child Care Problems	Family Problems	Fime Class/ Program Scheduled	For Other Known Reasons	For Other Unknown Reasons	Transportation Problems	Total
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District	Number of Enrollees	Employ/ Educational Plan	ES	(E)	AMS .	Vocational Training	Drivers Education	Other	Attendance	Hembershi p	Counsel 8 Guidanco	Aggregate Clock Hrs of Service	Ears " of the Surn	Completed Services	Obtained Employmen	Continued in Adv	Terminated Instr	Advanced from ESL Instructs to Vocational Training	Assistance
Alpine	24	3	24						663	1,290	12	1,965	24	1	5		20		<u> </u>
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Granite	254	197	254		15_		4	<u> </u>	17.316	22.868	198	40,382	155	62	42	73	55	3	
Jordan	268		160	<u>L</u> _	<u> </u>				40,705	58,099	103	98,907		65	22	61	68	3	
Lugan	56		66	L	<u> </u>	<u> </u>			7.802	10.084		17.886	1_60	L		5		L	\Box
Millard	396		18 396	⊢ —	├	83		—	1.086	3.084		4.170	1	<u> </u>	16	16			
Murray Nebo		NROLLEES		}	1	193		ł	31_675	32.733	387	64,795	1770	Data	Repo	rted	-		—
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Ogden/WeberAVC	14	14	13_		12	114		T	3,744	4.387		8,131	12		2			11	
Skills Center	284					14 25		I	32,125	37.365	2,412	71,902	168	120	\Box 11	1114	_77	18.	
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ADULT BASIC EDUCATION ENROLLEES BY AGE RANGE Grades 1 through 8 FY 1982-83

6/7/83

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ADULT HIGH SCHOOL ENROLLEES BY AGE RANGE Grades 9 through 12 FY 1982-83

6/7/83

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GENERAL ADULT EDUCATION ENROLLMENTS BY SUBJECT AREA CLASSIFICATION 1981-82

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Americani- zation Education	Arts & Crafts	Avocational	Business Education (Non-Vo- cational)	Civic & Public Affairs	English & Literature	Foralga Languages	Health, Safety, & Phys. Ed.	Homemaking 6 Family Life Ed,	Leadership Training Group Relation	Music & Drana	Remedial Education	Other	
•	946	1,201	256		-	192	2,927	734		278	-	+	Total
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ADULT BASIC EDUCATION AND ADULT HIGH SCHOOL ENROLLMENTS BY SUBJECT AREA CLASSIFICATION 1981-82

Arts and Crafts	Husic and Orana	Drivers Education	GED Preparation	Homemaking/ Family Life	Language Arts	Social Studies	Math	Science	Health, Safety, & Phys. Ed.	Business Occupation Carear	English as a Second Language	T
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100	37	49	- 1	425 101	527	372	202	15	217	57	415	2.259
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1,485	140	962	1,971	3 000	16. 635							
			113/1	3,908	14,637	4,571	3,229	1,215	1,288	2,336	6,719	45,577
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